

MOZAMBIQUE



ARTICLE 4 DEADLINE: 1 SEPTEMBER 2021 (ON TRACK TO MEET DEADLINE)

PROGRAMME PERFORMANCE	2015	2014
Problem understood	8	4
Target date for completion of cluster munition clearance	8	8
Targeted clearance	7	6
Efficient clearance	7	7
National funding of programme	4	4
Timely clearance	7	4
Land-release system in place	8	8
National mine action standards	7	8
Reporting on progress	6	4
Improving performance	6	7
PERFORMANCE SCORE: AVERAGE	6.8	6.0

PERFORMANCE COMMENTARY

Mozambique moved to fulfil its obligations under Article 4 of the Convention on Cluster Munitions (CCM) in 2015 by conducting survey of areas of suspected cluster munition remnants (CMR) contamination.

RECOMMENDATIONS FOR ACTION

- Mozambique should complete clearance of CMR in order to declare fulfilment of CCM Article 4 by the end of 2016.
- Mozambique should ensure that national capacity exists to address residual contamination from mines, CMR, and other explosive remnants of war (ERW).
- Mozambique should ensure that the national mine action database is transferred to an appropriate government ministry and that resources are allocated to maintain the database.

CONTAMINATION

Mozambique had six areas with a total size of nearly 0.74km² of confirmed CMR contamination at the end of 2015. Norwegian People's Aid (NPA) identified the areas during a targeted CMR survey undertaken in September–December 2015. Five areas with a total size of close to 0.67km² were found in Manica province and one area with a size of nearly 0.07km² was found in Tete province.¹

At the end of 2014, Mozambique had no known areas confirmed to contain CMR. However, Mozambique's National Demining Institute (Instituto Nacional de Desminagem, IND) asked NPA to undertake a CMR survey in the second half of 2015 in Gaza, Manica, and Tete provinces, targeting specific communities. According to the IND, this was intended as a mix of additional non-technical and technical survey to confirm that areas where clearance had already been carried out did not contain any CMR and with a view to ensuring completion of CMR clearance "by no later than 2016".²

Cluster munitions are reported to have been used on "a limited scale" during the 1977–92 war in Mozambique.³ In 2013, Mozambique reported that the extent of areas contaminated by CMR was not known, though it noted that cluster munitions had been used in seven provinces: Gaza, Manica, Maputo, Niassa, Sofala, Tete, and Zambezia.⁴ A small number of RBK-250 cluster munition containers and unexploded submunitions, notably Rhodesian-manufactured Alpha bomblets, were found in Maputo, Gaza, Manica, and Tete provinces in 2005–14.⁵

In 2014, Mozambique asserted that most of the resultant CMR had already been destroyed by mine and ERW clearance.⁶ According to the IND, the risk posed by CMR to the civilian population is limited and no reports had been received of accidents from submunitions.⁷ NPA,

however, noted that since the CMR it identified in 2015 were close to populated areas and in former agricultural areas, their humanitarian impact was potentially significant.⁸

Other ERW and Landmines

Mozambique also has residual contamination from mines and unexploded ordnance (UXO) and other ERW. Incidents have occurred in rural areas in the course of everyday community activities.⁹ One of the objectives of the IND's 2015 workplan was to "establish and implement mechanisms for the management of risks from residual UXO and other ERW".¹⁰



Rhodesian Alpha bomblet in Manica province, Mozambique, 2016. © Afedra Robert Iga/NPA

- 1 Skype interview with Afedra Robert Iga, Programme Manager Mozambique, NPA, 7 June 2016.
- 2 Response to questionnaire by the IND, 30 April 2015; and statement by Alberto Maverengue Augusto, Director, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014.
- 3 Statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014.
- 4 CCM Article 7 Report (for 1 September 2011–31 May 2012), Form F.
- 5 In 2014, for instance, international mine clearance NGO, APOPO, destroyed 12 Alpha submunitions in CMR clearance operations in Tete province. CCM Article 7 Report (for 1 September 2011–31 May 2012), Form F; statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014; CCM Article 7 Report (for 1 January 2013–1 July 2014), Form F; and responses to questionnaire by the IND, 30 April 2015; and APOPO, 15 May 2015.
- 6 Statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014.
- 7 Response to questionnaire by the IND, 30 April 2015.
- 8 Email from Afedra Robert Iga, NPA, 7 June 2016.
- 9 IND, "International Workshop on Demining in Mozambique: Workshop Summary", Maputo, 5–6 November 2012, p. 6.
- 10 Mozambique, "Progress Report on completing the destruction of anti-personnel mines in mined areas in accordance with Article 5(1) of the Anti-Personnel Mine Ban Convention (from 1 March to December 2014)" submitted to the Article 5 Analysis Group, 13 February 2015, p. 19.

PROGRAMME MANAGEMENT

The IND serves as the national mine action centre in Mozambique, reporting to the Ministry of Foreign Affairs. Provincial demining commissions have also been created to assist in planning mine action operations. Since 1999, the United Nations Development Programme (UNDP) has provided technical assistance to the IND, most recently under a three-year programme that ended in 2015.¹¹

As at June 2016, the UNDP no longer had a budget for mine action-related activities in Mozambique.¹² Without external support and following a sharp drop in funding, along with a growing national economic crisis, NPA expressed concerns over the IND's lack of resources and its ability to maintain a capacity to address residual mine and ERW contamination.¹³

Legislation and Standards

In 2013–15, the IND sought to revise its national mine action standards (NMAS) to include specific guidance on clearance of CMR, with assistance from NPA.¹⁴ Revised NMAS were not ultimately adopted, however, and the IND explicitly allowed NPA, the only body carrying out CMR survey and clearance in 2015–16, to operate under the organisation's own standing operating procedures, which include provisions on battle area clearance (BAC) specific to CMR.¹⁵

Operators

In 2015, Mozambique had two international demining operators in country: Belgian non-governmental organisation (NGO) APOPO and NPA. As noted above, though, NPA was the only operator conducting CMR survey and clearance in 2015–16. NPA's survey team comprised eight staff in 2015, which increased to 20 CMR-clearance personnel in January–June 2016.¹⁶

Quality Management

NPA reported that an internal quality management system was in place and that quality assurance (QA) and quality control (QC) activities were carried out on a regular basis in 2015.¹⁷ Once NPA began CMR clearance operations in January 2016, the IND did not have the resources to undertake external QA/QC visits. NPA provided funding for two IND QA officers to conduct a QA field visit to its operations.¹⁸

Information Management

In June 2016, two IND information management staff continued to manage the Information Management System for Mine Action (IMSMA) database in Mozambique. Funding for their salaries, provided by UNDP, was set to expire at the end of June, and it was not clear, without a working budget from the government, if capacity could be retained to manage the database within the IND. The IND had reported plans to shift responsibility of the IMSMA database to a government ministry. As at June 2016, however, this had not been formalised, and the future of the database remained uncertain.¹⁹

LAND RELEASE

No CMR-contaminated land was released in 2015. As stated above, in September–December 2015, NPA's survey teams confirmed six areas with a total size of 737,454m² as CMR-contaminated on the basis of a targeted survey of communities in Gaza, Manica, and Tete provinces. Of these, five areas were located in

Manica province with a total size of 667,958m² and a sixth (69,496m²) was identified in Tete province.²⁰ No CMR contamination was identified in Gaza province.²¹

Total CMR-contaminated area released by clearance and technical survey in 2014 was approximately 350,000m².²²

11 UNDP presentation, Anti-Personnel Mine Ban Convention (APMBC) Thirteenth Meeting of States Parties, Geneva, 3 December 2013.

12 Skype interview with Afedra Robert Iga, NPA, 7 June 2016.

13 Ibid.

14 Statement of Mozambique, CCM Fourth Meeting of States Parties, Lusaka, 12 September 2013. In April 2015, the IND stated it was requesting assistance from NPA to revise its NMAS, information management, and quality management system specific to CMR survey and clearance.

15 Skype interview with Afedra Robert Iga, NPA, 7 June 2016.

16 Email from Afedra Robert Iga, 7 June 2016.

17 Skype interview with Afedra Robert Iga, NPA, 7 June 2016.

18 Ibid.

19 Ibid.

20 Email from Afedra Robert Iga, NPA, 7 June 2016.

21 Statement by Amb. Pedro Comissário, Permanent Representative of Mozambique to the UN in Geneva, First CCM Review Conference, Dubrovnik, 7 September 2015.

22 Statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014; and responses to questionnaires by the IND, 30 April 2015; and APOPO, 15 May 2015.

ARTICLE 4 COMPLIANCE

Under Article 4 of the CCM, Mozambique is required to destroy all CMR in areas under its jurisdiction or control as soon as possible, but not later than 1 September 2021. Mozambique should fulfil its Article 4 obligations well in advance of its treaty deadline. Indeed, since 2013, Mozambique has reported on several occasions that it would complete CMR clearance and ensure compliance with Article 4 of the CCM by “no later than the end of 2016”.²³

NPA began clearing the six areas confirmed to contain CMR in January 2016. It subsequently identified two additional areas of CMR contamination in Manica province. As at June 2016, clearance of two areas with a

size of 215,471m² in Manica province had been completed, and a total of 21 Alpha submunitions destroyed.²⁴ NPA had expected to complete clearance of the six original areas confirmed in the 2015 survey by July 2016; however, the newly discovered areas extended operational plans until December 2016.²⁵

In June 2016, NPA expressed its belief that it was still possible for Mozambique to meet its end 2016 target and complete clearance of all eight identified CMR-contaminated areas by the end of the year with current capacity. It cautioned, though, that if additional CMR contamination were found it might be necessary to extend clearance plans for a few months into 2017.²⁶



CMR clearance in Manica province, Mozambique. © Afedra Robert Iga/NPA

- 23 Statement by Amb. Pedro Comissário, First CCM Review Conference, Dubrovnik, 7 September 2015; response to questionnaire by the IND, 30 April 2015; statement by Alberto Maverengue Augusto, IND, CCM Fifth Meeting of States Parties, San José, 4 September 2014; and statement of Mozambique, CCM Fourth Meeting of States Parties, Lusaka, 12 September 2013.
- 24 Skype interview and email from Afedra Robert Iga, NPA, 7 June 2016.
- 25 Skype interview with Afedra Robert Iga, NPA, 7 June 2016.
- 26 Ibid.